

JOURNAL OF THE SENATE [Oct. 5, 1965]

STATE OF WISCONSIN

# Senate Journal

## Seventy-Seventh Session

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TUESDAY, October 5, 1965.

9:00 o'clock A.M.

The senate met.

The president pro tempore in the chair.

Prayer was offered by Father Anthony J. Schumacher of St. Paul's University Catholic Chapel of Madison.

The roll was called and the following senators answered to their names:

Senators Benson, Bice, Busby, Carr, Christopherson, Dempsey, Dorman, Draheim, Hansen, Hollander, Kendzior-ski, Keppler, Knowles, Krueger, Leonard, Leverich, Lorge, Lourigan, McParland, Meunier, Panzer, Rasmusen, Risser, Roseleip, Schreiber, Schuele, Smith, Sussman, Thompson, Warren and Zaborski—31.

Absent—Senators LaFave and Miller—2.

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### INTRODUCTION OF AMENDMENTS

Amendment No. 1, S. to Senate Bill 212 was offered by Senator Sussman.

Amendment No. 1, S. to Senate Bill 526 was offered by Senator Sussman.

Amendment No. 1, S. to Assembly Bill 513 was offered by Senator Leonard.

Amendment No. 1, S. to Assembly Bill 666 was offered by Senators Sussman, Rasmusen and McParland.

COMMITTEE REPORTS

The committee on Legislative Procedure reports and recommends:

**Senate Bill —**

Relating to a fixed date for the commencement of the general deer-hunting season.

Introduction; Ayes, 12; Noes, 0.

FRANK E. PANZER,  
Chairman.

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BILLS INTRODUCED

**Senate Bill 590**

Relating to a fixed date for the commencement of the general deer-hunting season.

By committee on Legislative Procedure, by request of the Daniel Boone Hunters' League of the city of Milwaukee.

Read first time.

To committee on Conservation.

The joint committee on Revisions, Repeals and Uniform Laws reports and recommends:

**Senate Bill —**

For the purpose of clarifying the allocation of the \$2 motor vehicle registration fee increase (Revisor's Bill).

Introduction; Ayes, 5; Noes, 0.

**Senate Bill —**

For the purpose of correcting errors, supplying omissions, clarifying language, correcting titles of departments and officers, correcting and clarifying references, renumbering for better location and arrangement, eliminating duplications and unnecessary and obsolete provisions, reconciling conflicts and repelling unintended repeals (Revisor's Correction Bill).

Introduction; Ayes, 5; Noes, 0.

ERNEST C. KEPPLER,  
Chairman.

# JOURNAL OF THE SENATE [Oct. 5, 1965]

## BILLS INTRODUCED

### Senate Bill 591

For the purpose of clarifying the allocation of the \$2 motor vehicle registration fee increase (Revisor's Bill).

By joint committee on Revisions, Repeals and Uniform Laws.

Read first time.

To joint committee on Revisions, Repeals and Uniform Laws.

### Senate Bill 592

For the purpose of correcting errors, supplying omissions, clarifying language, correcting titles of departments and officers, correcting and clarifying references, renumbering for better location and arrangement, eliminating duplications and unnecessary and obsolete provisions, reconciling conflicts and repelling unintended repeals (Revisor's Correction Bill).

By joint committee on Revisions, Repeals and Uniform Laws.

Read first time.

To joint committee on Revisions, Repeals and Uniform Laws.

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## EXECUTIVE COMMUNICATIONS

The State of Wisconsin  
Executive Office  
Madison 53702

Mr. William Nugent  
Chief Clerk of the Senate  
Senate Chambers  
State Capitol  
Madison, Wisconsin

Dear Mr. Nugent: I hereby request to speak before a joint session of the Legislature at 11:00 a.m. on Tuesday, October 5, in the Assembly chambers.

Yours very truly,

WARREN P. KNOWLES,  
Governor.

October 4, 1965.

## JOURNAL OF THE SENATE [Oct. 5, 1965]

The request of the Governor was granted, upon motion of Senator Knowles, with unanimous consent.

The president pro tempore appointed Senators Knowles and Zaborski as senate members to wait upon the Governor.

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### MESSAGE FROM THE ASSEMBLY

By James P. Buckley, chief clerk thereof.

Mr. President:

I am directed to inform you that the assembly has adopted and asks concurrence in

**Assembly Joint Resolution 125 and**

The action by which the assembly, upon motion of Assemblyman Clemens, pursuant to Joint Rule 26, has directed the Legislative Reference Bureau to prepare a suitable joint certificate of Congratulation to Assemblyman J. Curtis McKay, a respected member of the State Assembly, who has seen fit to sail upon the sea of matrimony, and whereas his lovely wife, the former Ruth Winters, has now become a co-captain of this matrimonial ship, to wish all the luck and success of the co-captains and trust that the seas will remain calm forever, and has

Passed and asks concurrence in  
**Assembly Bill 829 and has**

Concurred in  
**Senate Joint Resolution 60**

**Senate Bill 79**

**Senate Bill 231**

**Senate Bill 238 and**

**Senate Bill 246 and has**

Amended and concurred in as amended  
**Senate Bill 35 and**  
**Senate Bill 85 and has**

Nonconcurred in  
**Senate Joint Resolution 47 and has**

Refused to concur in Amendment No. 1, S. and Amendment No. 2, S. to **Assembly Bill 755**, requests a committee of Conference and has appointed Messrs. Kessler, Dueholm and Rogers as conferees on its part.

## JOURNAL OF THE SENATE [Oct. 5, 1965]

### ASSEMBLY MESSAGE CONSIDERED

The assembly's action under Joint Rule 26 pursuant to motion of Assemblyman Clemens was concurred in upon motion of Senator Knowles.

The senate's action was ordered immediately messaged to the assembly.

#### Assembly Joint Resolution 125

Relating to the life and public service of Patrick H. Kelly.  
Was read.

The joint resolution was concurred in by unanimous rising vote.

Ordered immediately messaged to the assembly.

#### Assembly Bill 829

Read first time.

To committee on Governmental and Veterans' Affairs.

#### Senate Bill 35 and

#### Senate Bill 85

Were referred to the calendar.

#### Assembly Bill 755

The bill was laid aside temporarily, upon motion of Senator Knowles, with unanimous consent.

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### LEAVES OF ABSENCE

Senator LaFave was granted a leave of absence for today's session, upon motion of Senator Knowles, with unanimous consent.

Senator Miller was granted a leave of absence for the balance of this week's session, upon motion of Senator Knowles, with unanimous consent.

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Upon motion of Senator Knowles, the senate recessed until 10:00 o'clock this morning.

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### RECESS

10:00 o'clock A.M.

The senate was called to order by the president pro tempore.

EXECUTIVE COMMUNICATIONS

The following four appointments by the Governor on today's calendar were considered en masse, upon motion of Senator Knowles, with unanimous consent.

The four appointments were read by the chief clerk.

The question was: Shall the appointment by the Governor of Mrs. John T. McCarrier, of Wausau, a member of the State Board of Public Welfare, to succeed Mrs. Viola Lamoe, for the term ending April 1, 1971, of

Arthur P. Schmidt, of Hartland, a member of the State Board of Public Welfare, to succeed Ralph A. Uihlein, for the term ending April 1, 1969, of

Dr. William H. Studley, of Milwaukee, a member of the State Board of Public Welfare, to succeed himself for the term ending April 1, 1971, and of

Franklin Walsh, of Lake Geneva, a member of the State Board of Public Welfare, to succeed Father Lambert D. Scanlan, for the term ending April 1, 1971, be confirmed?

The ayes and noes were required and the vote was: ayes, 31; noes, 0; absent or not voting, 2; as follows:

Ayes—Senators Benson, Bice, Busby, Carr, Christopherson, Dempsey, Dorman, Draheim, Hansen, Hollander, Kendziorski, Keppler, Knowles, Krueger, Leonard, Leverich, Lorge, Lourigan, McParland, Meunier, Panzer, Rasmusen, Risser, Roseleip, Schreiber, Schuele, Smith, Sussman, Thompson, Warren and Zaborski—31.

Noes—None.

Absent or not voting—Senators LaFave and Miller—2.

So the appointments by the Governor were confirmed.

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ASSEMBLY MESSAGE CONSIDERED

Senate Bill 75

Relating to revisions in the divorce law and fees upon dismissal of actions affecting marriage.

The bill was laid over until Wednesday, October 13th, upon motion of Senator Smith with unanimous consent.

## JOURNAL OF THE SENATE [Oct. 5, 1965]

### CONSIDERATION OF MOTIONS

#### **Assembly Joint Resolution 4**

Relating to 4-year terms of office for the governor, lieutenant governor, secretary of state, state treasurer and attorney general.

The question was: Shall the vote by which the joint resolution was non-concurred in, be reconsidered?

The joint resolution was laid over until Thursday, October 7th, upon motion of Senator Zaborski, with unanimous consent.

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### CONSIDERATION OF RESOLUTIONS

#### **Senate Joint Resolution 63**

Relating to public park development along Lake Monona.  
Was read.

The joint resolution was laid over until Thursday, October 7th, upon motion of Senator Risser, with unanimous consent.

#### **Senate Joint Resolution 80**

Relating to the approval of an order of the state department of agriculture amending the definitions and standards of identity for meat products.

Was read.

The joint resolution was laid over until Thursday, October 7th, upon motion of Senator Leverich, with unanimous consent.

#### **Senate Joint Resolution 91**

Relating to legislative employees in previous sessions  
Was read.

The joint resolution was adopted.

#### **Assembly Joint Resolution 86**

To memorialize the Congress of the United States to repeal section 14 (b) of the National Labor Relations Act and other related provisions.

Was read.

The joint resolution was re-referred to the committee on Labor, Taxation, Insurance and Banking, upon motion of Senator Knowles, with unanimous consent.

**JOURNAL OF THE SENATE [Oct. 5, 1965]**

**SECOND READING AND AMENDMENT OF SENATE  
BILLS AND RESOLUTIONS**

**Senate Bill 17**

Relating to assembly and senate districts.

Read a second time.

Senator Sussman asked unanimous consent that the bill be laid over until Thursday, October 7th.

Senator Leonard objected.

**Senate Bill 17**

The question was: Shall substitute amendment No. 1, S. be adopted?

Senator Zaborski moved a

**CALL OF THE SENATE**

Which motion was supported.

The sergeant-at-arms was directed to close the doors and the clerk to call the roll.

The roll was called and the following senators answered to their names:

Senators Benson, Busby, Carr, Christopherson, Dempsey, Dorman, Draheim, Hansen, Hollander, Kendzierski, Keppler, Knowles, Krueger, Leonard, Leverich, Lorge, Lourigan, McParland, Meunier, Panzer, Rasmusen, Risser, Roseleip, Schreiber, Schuele, Smith, Sussman, Thompson, Warren and Zaborski—30.

Absent—Senator Bice—1.

Absent with leave—Senators LaFave and Miller—2.

Upon motion of Senator Zaborski, with unanimous consent, further proceedings under the call presently in effect were dispensed with.

**Senate Bill 17**

Senator Leonard moved that substitute amendment No. 1, S. be rejected.

Senator Schreiber asked unanimous consent that the bill be laid aside temporarily.

Senator Leonard objected.

**Senate Bill 17**

The question was: Shall substitute amendment No. 1, S. be rejected?



## JOURNAL OF THE SENATE [Oct. 5, 1965]

The ayes and noes were demanded and the vote was: ayes, 21; noes, 9; absent or not voting, 3; as follows:

Ayes—Senators Bice, Busby, Carr, Dempsey, Draheim, Hollander, Keppler, Knowles, Krueger, Leonard, Leverich, Lorge, Lourigan, Meunier, Panzer, Rasmusen, Roseleip, Schuele, Smith, Sussman and Warren—21.

Noes—Senators Benson, Christopherson, Dorman, Hansen, Kendzierski, Risser, Schreiber, Thompson and Zaborski—9.

Absent or not voting—Senators LaFave, McParland and Miller—3.

So the question was decided in the affirmative.

### Senate Bill 17

Senator Schreiber asked unanimous consent that the bill be laid on the table.

Senator Leonard objected.

Senator Risser moved that the bill be indefinitely postponed.

The ayes and noes were demanded and the vote was: ayes, 12; noes, 19; absent or not voting, 2; as follows:

Ayes—Senators Benson, Christopherson, Dorman, Draheim, Hansen, Kendzierski, Lourigan, McParland, Risser, Schreiber, Thompson and Zaborski—12.

Noes—Senators Bice, Busby, Carr, Dempsey, Hollander, Keppler, Knowles, Krueger, Leonard, Leverich, Lorge, Meunier, Panzer, Rasmusen, Roseleip, Schuele, Smith, Sussman and Warren—19.

Absent or not voting—Senators LaFave and Miller—2.

So the motion did not prevail.

The president in the chair.

### Senate Bill 17

Senator Schreiber asked unanimous consent that the bill be laid over until Friday, October 29th.

Senator Leonard objected.

### Senate Bill 17

Senator Schreiber moved that the bill be made a Special Order for 3:00 o'clock Friday afternoon, October 29th.

The ayes and noes were demanded and the vote was: ayes, 14; noes, 15; absent or not voting, 2; as follows:

## JOURNAL OF THE SENATE [Oct. 5, 1965]

Ayes—Senators Benson, Christopherson, Dorman, Draheim, Hansen, Kendziorski, Keppler, Lourigan, McParland, Risser, Schreiber, Sussman, Thompson and Zaborski—14.

Noes—Senators Bice, Busby, Carr, Dempsey, Hollander, Knowles, Krueger, Leonard, Lorge, Meunier, Panzer, Roseleip, Schuele, Smith and Warren—15.

Absent or not voting—Senators LaFave, Leverich, Miller and Rasmusen—4.

So the motion did not prevail.

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Upon motion of Senator Knowles, with unanimous consent, the senate recessed until after the Governor's message.

During this recess and the hour of 11:00 o'clock approaching the senate proceeded in a body to the assembly chambers to meet in joint convention with the assembly to receive the Governor's Special Message, the Governor having expressed a desire to address the two houses at that time.

### IN ASSEMBLY CHAMBER IN JOINT CONVENTION

The lieutenant governor in the chair.

The committee appointed to wait upon the Governor appeared with His Excellency, the Governor, who delivered his special message as follows:

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### GOVERNOR WARREN P. KNOWLES SPECIAL MESSAGE TO THE LEGISLATURE

Ladies and Gentlemen of the Legislature:

On behalf of all the people of Wisconsin I would like to take this opportunity to congratulate you for the significant progress you made during the few short days you were in session following my last message to you on July 27. Your work, particularly in the field of education, will have far-reaching effects in the State during the years to come.

It is my hope that this session of the Legislature will be similarly productive. Certainly there are many opportunities for action on significant legislative proposals.

As you know, I have just returned from a three week Trade Development Mission to Europe. I would like, briefly, to assure you that Wisconsin's potential for additional trade overseas is tremendous. The products of our industry and agriculture are highly regarded by the peoples of Europe. The warm reception accorded the members of the Trade Mission in each of the countries we visited, and the business contacts and contracts made during the course of the Mission, indicate substantial economic growth through the extension of our past trade with business horizons unlimited. Our goal of economic growth and industrial development to provide jobs and job security for our citizens must be promoted wherever there is a potential benefit for our agricultural and industrial products.

I might add that one of the most interesting side lights of the Trade Mission was a visit to Berlin where we viewed the contrast between the free enterprise system on the western side of the Berlin wall and the depressing conditions under the Communist philosophy which controls East Berlin. It made all of us even more aware of the real opportunities we have here in America.

I know that during these past weeks while I was concentrating on Wisconsin's economic development, the members of this Legislature have been busy preparing for this legislative session. There is much to do.

Once again, you have the opportunity to add to the reputation you have already achieved as a hard-working Legislature concerned with the problems of our State. It is true that you have hundreds of bills still pending—many of them worthwhile—and it is also true that in the relatively few weeks you will be here this fall, you will not have time to consider all of them. Therefore, this morning, I would like to discuss a few areas which are considered to be of vital concern to our State and to which I strongly urge your attention during this session.

### I. Water Resources

Few topics excite public interest to the intense volume generated by the wide concern for our state water resources. In my term as Governor I have been contacted more often about our current and potential water problems than nearly any other subject of statewide concern. No doubt your experience parallels mine. Wisconsin is both proud of its abundant water resources and deeply concerned

that this great resource be preserved for those who follow us. Our citizens look to us for assurance that our waters be prudently managed and intelligently conserved.

Wisconsin can indeed be proud of its waters. Few other states and few other nations can match the vast surface and ground water resources in Wisconsin. In my talks with industrialists of other states I often find that Wisconsin's water abundance is one of the most convincing and compelling reasons for them to consider locating plants here. In a very major way our future economic development depends upon the preservation of our clean waters.

Wisconsin is often cited as a leader in water pollution control programs. We are proud of that distinction; and we must be diligent that we maintain it. Both the dedicated efforts of our state agencies and the social responsibilities of many eastern states.

But we must not be complacent.

Compared to other states we so have relatively little pollution. But some of our lakes and our streams and our rivers are polluted. And when we see and smell the effect of pollution we must double our efforts to prevent it.

Our waters have been more than adequate in the past. But will they serve the future? As our population grows and demands water for basic survival—as our lake shores become crowded—as our growing industry needs more and more water—will even our vast water reserves be enough?

We must take action now to ensure that our waters will serve well both this and future generations.

I am wholly dedicated to the battle to preserve our waters. And I know that you share this dedication.

As a major tool to develop a water program adequate for Wisconsin's future, I recently appointed a Committee on Wisconsin Water Resources. Its members join the water concerns of industrialists, civic groups, conservationists, labor, agriculturalists, legislators, and experts in water resources management.

I have asked this committee—which blends the water concerns of all Wisconsin—to comprehensively survey the state's water resources and its water needs in future years. I am confident that this committee will produce imaginative programs that will preserve Wisconsin's water heritage and chart the way toward meeting its future water needs. When its work is completed I will bring the recommendations of

the Committee on Wisconsin Water Resources to you in a resumed session—or if necessary in a special session.

One of the first actions of the committee was to organize a Water Resources Management Conference to be held on October 14 and 15 here in the State Capitol. Governor Rockefeller of New York will be joined on the platform by other speakers distinguished in their broad knowledge of both national and Wisconsin water matters. However, the theme of this conference is not the distinguished speakers. All of Wisconsin will occupy the spotlight. The conference is designed to permit every interested Wisconsin citizen to fully voice his beliefs on our water resources. I heartily urge that each of you attend and participate in this conference. I ask that you tell all of the people in your district that this conference is their chance to participate in the development of a water program for the future.

Following the water conference and public hearings, the Committee on Water Resources will proceed to evaluate and recommend, to a resumed or special session, an organizational structure within which Wisconsin will be able to effectively manage its water resource programs. High on its list for consideration is one of the most intriguing and far-reaching pieces of water legislation before this body in many years—Assembly Bill 875. It seeks to answer several problems critical to our Wisconsin water programs. First, it seeks greater coordination among the many state agencies that administer water programs. Second, it creates a focal point for the planning and development of a total water program. Third, it seeks to relieve the serious backlog of needed sewage system construction.

Similarly, I am hopeful the Committee will give serious consideration to determining the need for an investment of State and Federal resources for water research and data collection. Once the need is defined, we likewise must be assured that any such effort is properly coordinated and directed so as to gain maximum benefits.

You have before you some legislation which deserves your studied consideration. A bill such as Assembly Bill 328 would create a mechanism for proper flood plain zoning. Our sad experience this spring with the raging Mississippi sharply illustrates the need for controlled development along our waterways. Assembly Bill 328 has been studied

and recommended by the N R C S A and approved in the Assembly by an overwhelming margin.

The Legislative Council has authored Assembly Bill 753 which, in part, would enable counties to zone all navigable water shorelines in unincorporated areas and to exercise subdivision control over shorelines. Lakeshore development must surely be controlled if purity is to be achieved.

Other water bills also deserve your careful consideration. Some of the more important are:

1. Legislation which will more effectively protect our marshlands, waterways, and lakes and streams. Senate Bills 291 and 437 and Assembly Bill 326 contribute to this objective.
2. Legislation which will aid in the continuing battle against pollution encroaching on our priceless water resources. Assembly Bill 322 permits the Committee on Water Pollution to hold hearings and make findings on potential water pollution as well as alleged pollution. Assembly Bill 329 will provide advance information and approval procedures on pollution matters. Assembly Bills 739, 740, and 741 strengthen statutory provisions relating to town sanitary districts and sewage districts. Each was requested by the Wisconsin Resource Conservation Council, and has been approved by the Assembly.

I am most pleased with the dedication which so many of you in the Legislature, along with so many of our citizens, have demonstrated toward an intelligent, meaningful solution of this problem. With a continuing concerted effort, I am confident we will be successful in our fight to preserve our water resources.

## II. Outdoor Recreation

Wisconsin can be proud of the progress it has made under the Outdoor Recreation Act Program. The Program was designed primarily to provide public relation lands and facilities for our people. In accomplishing this, the Program has been successful in preserving good lakes, streams, wetlands, forests and park areas for public benefit. As a result of ORAP almost 400 miles of public lake and stream frontage are available for public use. Forest and game land have been acquired; part of which serve as a basis for *seven* new

state park units. Over 650 different scenic easements protect the beauty along our state highways. *Five* new artificial lakes provide water recreation for lakeless areas out of our state. Three youth camps instill in our youth basic principles of conservation while their efforts develop and preserve our recreational and natural resources. Tourist information centers direct the rapidly increasing flow of recreation seekers to our recreation facilities . . . and to our recreation industry.

In spite of our past efforts and fine accomplishments the task has really just begun. We have ample evidence of present demand for facilities—overcrowded beaches, too few campsites, insufficient prime fishing water. The projected future demand is staggering.

Wisconsin provides  $\frac{1}{2}$  acre of state park land for every 100 persons. Our neighboring state of Michigan has 2.8 acres and for the nation as a whole, there are 3.2 acres for every 100 people. We must catch up.

Today's developed beaches can meet only 17% of the demand. Population statistics projected to 1980 tell us that demand for developed beach facilities will increase 100%. The need for campsites will triple requiring over 67,000 additional acres. Recreation visits projected for Wisconsin residents desiring canoeing facilities will increase 300% by 1980.

I am convinced that the Outdoor Recreation Act Program—as we know it today—will not adequately meet our current and future recreation and resource development need.

Therefore, I will this week propose legislation for your consideration in this session that will:

(1) Extend the life of the program beyond the 10 year limitation now in the statutes.

(2) Dedicate a part of the current 1¢ cigarette tax to finance a \$10 million bonding program, so that accelerated development as well as acquisition can proceed.

(3) Reconstitute the committee so that basic policies of recreational development in our State can be determined, as they should be, by the elected representatives of the people.

Our needs have expanded far beyond those envisioned when the program was initiated with a limit of 10 years. We cannot finish the job in the 5 years remaining. By proposing that the ten-year limitation of the ORAP program

be removed we will be able to develop long-range plans and policies which can then be systematically and responsibly implemented.

By dedicating a part of the current 1¢ tax to finance a bonding program, we will be able to undertake accelerated development of our recreational lands. Campsites are of little value without proper facilities. Lake frontage has little use without marinas, boat docks, and beaches. New parks need hiking trails, nature walks and roads to realize optimum value. Our existing Conservation Youth camps do not meet the demand, and expansion by at least 3 more camps is inevitable. By implementing this proposal we can increase the development of lands we already own by 100% each year.

Similarly, with additional resources we can continue to acquire recreational lands in those areas where they are sorely needed to serve our population—primarily the metropolitan areas of the State. Bonding will provide money now to acquire recreational lands before they are priced out of the market or are no longer available. For each year we delay; 5 to 10% of our purchase dollar is lost due to inflation. By acting now we can most economically utilize our resources to meet our needs and we can also make use of federal funds which are available to match our contribution in this worthy cause. Up until now we have been the leaders in recreational programs. But other states have copied our program and are capturing our lead. Already six states have adopted bonding programs to support acquisition of recreational lands.

Finally, by changing our funding methods we will be able to provide an equitable payment to localities which have lost tax revenue on lands acquired for state forestry, fish and game purposes. Currently we pay a flat 30¢ per acre to localities for state lands. The record shows in some cases this payment has been excessive, whereas in others it has been inadequate and unfair. To solve this problem equitably, I recommend that on state acquired land, we pay the locality an annual aid equal to the tax revenue which would otherwise be derived from private ownership, instead of the flat 30¢ per acre we now pay.

My recommendation for a reconstituted committee would have as its membership six legislators, including one minority party member from each house, the Governor, and two public members. This organization is similar to the Build-



ing Commisison which has been very successful in dealing with the problems of our capital needs.

Our state agencies will continue to provide professional and expert staff services to this strengthened Recreation Committee.

The primary policy functions of the committee would be to:

1. Establish a fair balance of public lands available and developed for the benefit of our people. It is shocking to note that 99% of our public recreational lands lie outside of the 13 county south-eastern area of our state, where 53% of our people live. These people have immediately available to them only 1% of our recreational public lands. This gross imbalance must be corrected.
2. Determine and re-emphasize the part our localities must pay in providing the needed recreational facilities. The development of our resource base for recreation is not a program to be limited to projects of our state agencies. Our localities—counties, villages, towns, cities—also have a basic role.
3. Adopt a comprehensive set of standards needed to properly implement these policy decisions. Basic guidelines are needed to provide parks, beaches, trails that will be used and will be adequate in size to meet demand.

My mandate to this newly created and strengthened recreation committee will be to develop and implement the basic policy decisions that will provide our state with a coordinated approach to the preservation and development of our natural recreational resources so necessary for maintaining Wisconsin as a "Good Place to Live."

### III. Improving Our Efficiency and Streamlining Our Government

The Wisconsin Committee on Improved Expenditure Management has just finished the tremendous task it undertook, at my request last January to study ways of making our state government more effective and efficient. Over these past months the state has received the services of more than 70 highly competent administrative experts furnished by 93 companies without any cost to the State. Had we pur-

chased this more than 12 man-years of consulting services, the cost would have been over one-half million dollars!

All told the group has made 348 recommendations which could result in more than 33 million dollars of reduced costs and increased revenues. They have done their job well; now it is up to you and me to see that their efforts pay off.

I have directed the Department of Administration to prepare a set of guidelines and timetables for the agency directors to use in implementing those recommendations which require only administrative action. The Commissioner of Administration has informed me that letters have already gone to the department heads setting in motion the first phase of this follow-through.

I am also pleased to report that the Commission you created to streamline the executive branch of government has been appointed and is underway. Many of the recommendations it will propose, as well as some of the recommendations of the Committee on Improved Expenditure Management will require statutory changes. These will need your serious consideration for there are always compelling pressures to remain with the status quo—pressures which would work against making any improvements in order to protect selfish interests.

Therefore, because of the importance of these efforts, I will make them a subject of a resumed or special session next year so that they can be given your serious attention.

#### IV. Accelerated Highway Construction

One of the very important bills you have pending as Assembly Bill 933, introduced by 54 Assemblymen and 12 Senators representing both political parties, which permits bonding for highways in order to accelerate the completion of the Interstate System in Wisconsin and provide for the development of additional portions of the State Trunk Highway system to freeway standards.

In my opinion, providing increased funds for highway construction now is vital for three reasons:

First we must attempt to protect the lives of citizens of this state and visitors who come to it. Wisconsin's mileage death rate was formerly well below the national average; now it is well above the average. We must turn away from inadequate, dangerous highways and toward the modern, safe freeways. Your chances of reaching your destination without an accident are 3 times as good on a freeway as

on other state trunk highways. We have had recent, horrifying examples of the dangers inherent in having uncompleted gaps on major freeways. This bill will close the major remaining gaps in Wisconsin's Interstate System four years sooner than is now possible.

Second, we must provide for the changing economic character of the state. Our transition from rural-agrarian to an urban-industrial economy is now an established fact. The most frequently-named need by industrial leaders in considering new plant locations is proximity to good highways. If we are to attract new industrial development to this state, we must be able to provide the facilities it needs. At the same time, we must continue to promote tourism by providing quick access to another source of wealth—our scenic lakes and forests—and thereby stimulate the economic growth of northern sections of the state. We must recognize the truth of the statement that it is highways that make our wealth possible and act accordingly.

Third, we must meet basic transportation needs. Money available for new construction on the State Trunk system has remained relatively stable in the past years, during the very time when vehicle registrations and vehicle miles of travel have increased sharply. In the past 10 years vehicle registrations increased by 33%, vehicle miles of travel by 42% and rural ton-miles of highway freight by 69%. In the same period available construction money increased by 10%. Population, numbers of vehicles and miles of travel per vehicle are all expected to continue to increase in the coming years. By 1980, there will be 3 vehicles in this state for every 2 we have today. This burden can no longer be alleviated with only temporary makeshift improvements. Rather, we must provide a financing vehicle to increase our construction efforts significantly, or stand the real possibility of falling farther and farther behind.

With this bill the Highway Commission could begin the construction of the 300 miles of multi-lane controlled access highway authorized by the 1961 legislature. All the urban centers in the state with a population of over 15,000 would be served by a freeway within 10 years.

I urge that you pass 933, A, now so that no more time is lost in providing for Wisconsin a modern and adequate highway system on which our citizens and visitors can drive safely.

### V. Highway Safety

Some of you may feel that it is inappropriate for me to come before you once again on the subject of highway safety; for it is true that you have made a start in this area in the legislation you already passed. But my plea to you today is to finish the job. The disgrace of our safety record cannot be ignored. The provisions which you have not passed, are still vital to a total attack on this problem.

Over 700 people have died in traffic accidents in Wisconsin this year. At that rate, we will approach 1,000 by the end of the year. 39 more are injured, some for their lifetime, for every person killed. These are not the sad statistics of a war in Viet Nam or India. They are the tragic statistics of our war right here in Wisconsin.

The items left undone can be quickly enumerated for your review:

(1) Mandatory driver education as a requirement for a license for any youth not yet 18.

Last year  $\frac{1}{3}$  of the people killed in Wisconsin traffic mishaps were between 15 and 25 years of age. Statistics prove that the properly trained youthful driver is by far a better driver than the untrained one.

(2) Implied Consent. Implied consent laws are operating in 12 states. They are recommended by the National Safety Council and the American Bar Association, and by many others.

There are sincere critics of any implied consent law. These critics are concerned about guaranteeing our traditions of individual freedom. They label the implied consent measure as a "vampire" bill. Either they do not know, or they don't want others to find out, that under an implied consent law no motorist would be compelled to take a test. He still has the option of refusing, in which case the law would provide that no test be given.

However, refusal would mean a violation of a condition under which he originally was granted a driver's license. Therefore, his license would be revoked. He still could be charged with drunken driving.

But the other side of the argument is that, not only the Constitutional but the God-given rights of life of the innocent driver, who is victimized by the drunken driver, are too often denied. Every safety measurement known indicates the serious menace caused by the drunken driver. Our

laws must be as stiff as possible to protect the innocent and discourage the drinking driver.

(3) **Uniform Age for Drinking.** The drinking driver problem is serious in this state because of the many differing ordinances in our cities and counties. In some areas there are teenage bars serving beer to 18 year olds. In other counties, the minimum age is 21. Consequently young people seek out areas where they can drink beer at earlier ages—and this leads to the bad mixture of drinking and driving. Some never return home alive.

I have previously stated that I believe the minimum age should be 21 years. According to figures for 1964, drivers under 21 who "had been drinking" were involved in 36 death-producing tragedies, 586 injury-inflicting accidents, and 575 bad property damage accidents in Wisconsin.

The Legislature may not agree with me on the age level I have recommended. However, I know that no one will disagree with the need for establishing a uniform age. I strongly urge that you give consideration to legislation pending on this matter.

(4) **Motor Vehicle Inspection.** Last year nearly 300,000 vehicles in Wisconsin were checked in the inspection lanes set up in some communities. One out of every 4 cars was found defective.

We won't ride in airplanes unless we're sure they have been given rigid, frequent inspections. The elevators in public buildings must be inspected at frequent intervals. Why should we be lax with the safe condition of motor vehicles?

Obviously, inspection won't stop all accidents automatically, but it will make car owners much more safety-conscious, and it will serve to eliminate thousands of potentially dangerous hazards created by faulty lighting, inadequate brakes, loose steering and other vehicle defects.

(5) **Motorcycles and Motorbikes.** The problem of increased motorcycle and motorbike use is growing to proportions that merit special study. Already this year more than 33,000 motorcycles have been licensed in Wisconsin, more than double the number of just two years ago. Accident experience is rising at an alarming rate. We need more safeguards to prevent those accidents which are avoidable. I suggest that by resolution, the Legislative Council be asked to look into problems such as seating capacity permitted, helmet and goggle protection, noise abatement, insurance

on rental vehicles, and the borrowed use of cycles by persons not properly licensed or instructed.

There are additional traffic safety matters which merit your prompt attention.

—One of the major sources of traffic mishaps is the driving practice known as “tailgating”—driving too close to the car ahead. Within this year 6,500 Americans will be killed in accidents involving tailgating. I urge that consideration be given to increasing penalties for conviction in cases of tailgating and other offenses which are known to be a major contributing factor in accidents.

—To aid night time drivers in seeing the vehicle ahead more easily, I urge the adoption of reflectorized license plates. Such plates would also aid law enforcement officers in the identification of vehicles.

Finally, I would like to state clearly my position on the proposal to permit 65 foot trailers to operate in the State. In my opinion, the overall safety effect of this proposal needs more study. Consequently, since its passage could mean the creation of an additional safety hazard on our highways, I will not support the proposal at this time.

## VI. Civil Rights

During the previous session, the Assembly passed one of the most significant pieces of legislation to come before the Legislature this year. I am referring to the so called “Fair Housing” bill. I commend the Assembly for its action on this legislation and urge the Senate to also take prompt and affirmative action.

As I stated in my previous message to this body the Fair Housing proposal gives this Legislature an opportunity to demonstrate to the people of this State and all other states that in Wisconsin, discrimination, because of race, color, creed, or national origin, will not be tolerated.

## VII. War on Crime

Let me now turn from our current legislative problems and programs to discuss with you a new pathway I think we must contemplate. I refer to the urgent necessity for a WAR ON CRIME in Wisconsin.

For many years we have taken pride in living in a law-abiding State. Our crime statistics have always placed us near the bottom of the national list. It has been one of the characteristics of Wisconsin life.

## JOURNAL OF THE SENATE [Oct. 5, 1965]

Wisconsin's past record, however, should not lead us to complacency. The crime rate nationally—and in Wisconsin—is on the increase.

There is a temptation in Wisconsin to think of this as an urban problem—largely, a Milwaukee problem. This is not quite accurate. The annual FBI report on serious crime consolidates the three-county area of Milwaukee, Waukesha, and Ozaukee in one compilation, and shows that somewhat less than half of the total State crimes were committed in those three counties. The report also makes the point that on a national basis, the sharpest increase of all was in the suburbs where the serious crime incidents jumped to 17% in one year.

I propose that we do something about all this. We cannot permit disrespect for law and order, and such violation of personal security, to become commonplace in Wisconsin. I propose that we dedicate ourselves to stopping crime in Wisconsin, that we declare WAR ON CRIME, and that our objective be simple and clear: To make the streets and roads and sidewalks and parks of this state safe, at any time, for any person, on any day or night. Nothing short of this will do.

President Johnson has called for this same kind of action on a national scale. He has named a distinguished committee to study and blueprint our national struggle against crime. I intend to do the same thing in Wisconsin.

I am not proposing a total legislative program today, nor do I expect to see one proposed in this session. We simply do not have the facts. But I am requesting that you create a statutory task force to provide us with those facts, and I expect to see in the reasonable future a legislative program that you can consider.

I think there are some practical programs the task force can begin with. It seems evident to me that a serious attack on major crime demands two things: More enforcement, and a high quality of enforcement. We must strengthen our police forces and work closely with the judiciary, for they are the army in the War on Crime.

I think we must consider the possibility of state assistance to localities in the form of aids to bolster the size and strength of police and sheriff departments. Better communications, better alarm systems, perhaps better lighting at

## JOURNAL OF THE SENATE [Oct. 5, 1965]

night, more manpower, different techniques—all of these may be indicated and should be studied.

To provide a better and more uniform quality of enforcement on a continuing basis, we should consider a police academy, supported by the State, at which the most advanced techniques of enforcement are taught and demonstrated. This would not only provide training, but uniform standards and procedures.

To assist in our study of these and more ideas, we shall utilize all available resources including the Law Enforcement Assistance Act of 1965, recently signed into law. This act sets up a three-year program of assistance by the U. S. Attorney General for activities such as these, and the first year's appropriation by the Congress was 10 million dollars.

Grants for training programs, and grants for projects designed to improve state and local law enforcement agencies are specifically authorized by the act.

The task force you create will, I am certain, receive assistance from our own attorney general's office through my legal counsel. It will be a result-oriented group, directed to give us a specific program in the shortest possible time.

### Conclusions

The legislative proposals I have described represent only a small portion of the many bills awaiting your attention. There are other matters which also will demand your attention. However, I urge you to give priority consideration to the problems and programs I have presented here.

As you consider legislation at this October session, I urge you to maintain the State's sound fiscal condition. Undoubtedly the most pleasant way to view our State's economy and revenue for the next two years is through rose-colored glasses, but as practical minded legislators, you know that the appropriation level must be kept in balance with our estimated revenues.

It is my hope that the same spirit which prevailed during the closing days of the spring session—days during which great things were accomplished for the people of Wisconsin—that this same spirit will be the hallmark of this legislative session. A brief session with positive action on the proposals I have recommended to your attention will add im-



## JOURNAL OF THE SENATE [Oct. 5, 1965]

measurably to the fine record that you have already established in this session of the legislature.

Thank you.

Madison, Wisconsin  
October 5, 1965.

WARREN P. KNOWLES,  
Governor.

Upon motion of Senator Panzer, the joint convention dissolved.

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At 11:55 o'clock A.M. the senate reconvened in its chamber.

The president in the chair.

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### GUESTS INTRODUCED

Senator Zaborski informed the senate that Father Anthony J. Schumacher who was present this morning to give the invocation had attended Marquette University with him and he extended a sincere welcome to Father Schumacher.

Senator Christopherson welcomed to the senate Mr. Lowell Banks, the Assistant Superintendent of Schools from the Northwestern School District of Douglas County, from Superior.

Senator Risser introduced to the senate the following persons, and with unanimous consent request by Senator Risser they spoke briefly to the senate:

Dr. Erwin Wenzl, a member of Regional Parliament from Linz/Donau, Austria, who is participating in the Foreign Leader Exchange Program of the Department of State, Washington, D. C. Program arranged by Mr. Louis James Alrutz.

Mr. Johann Winetzhammer, a member of National Parliament from Linz/Donau, Austria, also under the same program.

Mr. Rolf Lehming from the U. S. State Department was along as their interpreter.

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Upon motion of Senator Knowles, the senate adjourned until 9:00 o'clock Wednesday morning, October 6th, 1965.